DOCUMENT RESUME

ED 073 028 SO 005 397

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TITLE	International Organization and Peacekeeping. Teacher's Guide.
INSTITUTION	Diablo Valley Education Project, Orinda, Calif.
PUB DATE	[72]
NOTE	10p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Critical Thinking; Futures; *International Education; *International Organizations; Models; *Peace; Political Science; Prediction; Secondary Education; *Social Studies; Teaching Guides; World Affairs; World Problems

ABSTRACT

The teaching guide for secondary students focuses on the structure, authority, and decision making procedures of international organizations and their ability to keep peace. Students participate in an exercise for predicting how present organizations can handle peace-threatening situations and how they can be designed to improve their peacekeeping ability. In addition, the exercise encourages students to recognize that international organizations are evolving and changing, and motivates students to investigate global issues. The guide comprises student objectives, procedures for implementing the exercise, three world organization models, a list of questions to help students clarify their understanding of the world organization model, and a list of questions in regard to how nations and a world organization react to problems. (SJM)

ED 073028

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INTERNATIONAL ORGANIZATION AND PEACEKEEPING

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An exercise for students in predicting the ability of world organizations to keep the peace and in developing their own ideas for making such organizations more effective. This exercise is based on a draft article prepared by Jack Fraenkel for the World Law Fund, 11 West 42nd Street, New York, New York 10036.

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INTERNATIONAL ORGANIZATION AND PEACEKEEPING
TEACHER'S GUIDE

The U.N. was founded in 1945 "...to end the scourge of war."* The League of Nations before it, had similar aspirations. We all know that, so far, neither has been able to do so. This simple exercise is designed to help show why these attempts have not worked as well as was hoped and to challenge students to think of changes in the structure of world organizations which would improve their peacekeeping ability.

To make this examination possible in a brief time requires making some grossly over-simplified statements about world organizations and assumes on the part of students some general knowledge about nations and how they function in the world, as well as some prior knowledge of models and systems as applied to social studies. It will be a little like learning how cars work when the only exposure is to a 50¢ toy model.

Objectives

- To realize that international organizations for keeping the peace are evolving and changing.
- To be able to make predictions about how an international organization will act in response to a problem that threatens the peace of the world.
- To be able to suggest alternative structures for world organizations which will make them more able to keep the peace.
- To stimulate interest in learning more about global issues, the operation of the present U.N. and possibilities for improving the U.N.'s peacekeeping function.

Procedure

- Divide the class into groups of 5 to 7 students.
- Distribute to each person in each group a copy of a model of one of the world peacekeeping systems. Each person in a group should receive the same model and the three models should be distributed to different groups. More than one group can have the same model, if necessary.
- Have students read their model carefully and discuss the elements of the model in order to develop an understanding of how it works. The questions appended to each model should be answered and discussed

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* From the U.N. Charter.

in each group. Help each group to answer the questions as needed. Students must understand how their model works so that they can make predictions about its response to a particular issue.

.Distribute a scenario of a problem which poses a threat to the peace. This can be a news account of a current crisis, a historical description of a threat occurring several years ago or a story about something that might happen in the future. Some examples are appended, but you may well want to use problems of current interest to your students. Scenario can be quite detailed or very simple. Each level has advantages and disadvantages.

.Ask students to assume the role of a political scientist who is trying to predict action(s) which the world organization will take, given the threat to the peace described in the scenario. Their job is to predict what each of the bodies (councils, assemblies, etc.) will do in the situation. To arrive at this judgment, however, students may first want to predict the individual actions and responses of the principal nations involved.

For example:

1. What action did each nation take toward others? Which ones?
2. Why did they act as they did? Because of previous antagonisms? Fear of what others would do? Their domestic political situation?
3. What action did they take in the world organization? Introduce a resolution? Urge court action? Oppose others' actions? Whose?
4. What responses from other nations might they expect? Within the world organization? Outside?
5. How did the fact that the world organization existed affect the behavior of the principal nations involved?

.After considering the individual responses of nations, the groups will be ready to predict the action of the world organization itself and to compare the different models. Suggested questions to assist this analysis might include the following:

1. What action or actions did the organization take? Why?
2. How did the characteristics of the model affect your judgment of how it functioned in the crisis?
3. What made the model effective or ineffective in handling the crisis?
4. Does the model have a historical counterpart (e.g., League of Nations or the United Nations)?
5. Which of the three models most effectively handled the crisis?

.It may be that students will find that none of the models was able to handle the crisis as effectively as they would like. A further exercise could be to ask students to design a model of a world organization which could more effectively handle the crisis examined as well as other world problems. How would it be struc-

WORLD ORGANIZATION - MODEL #1*

The constitution of this organization provides for two main bodies, a council and an assembly.

The assembly consists of all member nations possessing equal representation and equal voting power. The assembly can deal "with any matter affecting the peace of the world," but it has power only to solicit agreement and recommend action by the member nations.

The council, a smaller body, is made up of five permanent members and from four to eleven non-permanent or rotating members. The non-permanent members are chosen on the basis of geographical, ethnic, economic, and cultural considerations so as to make the council truly representative of the total membership of the organization. All members, permanent or non-permanent, have an equal vote in the council, but a nation may not vote on a dispute if it is one of the parties involved.

A world court has been established. This court has the authority to render judgments concerning disputes or quarrels between nations, but only if the nations involved are willing to bring the case before the court. It cannot compel any nation to do so. Furthermore, the court has no power to enforce its decisions and opinions.

The peacekeeping function of the organization is based upon the principle of "collective security," assuming that:

> Any war of threat of war, whether immediately affecting any of the members of the organization or not, is considered a matter of concern to the whole organization....

In the event of an attack on a member nation, the council is to advise what action is to be taken. Any such decision must receive <u>unanimous</u> approval from the member nations of the council.

Should a dispute of a serious nature arise among members of the organization, they will agree to submit the matter either to arbitration or to inquiry by the council. Should the council be unable to arrive at a unanimous decision, the disputants are free to do as they please. All members of the organization agree, however, not to go to war until at least three months after the report has been issued by the arbitrators or the council.

Should any member of the organization resort to war in disregard of its agreements, such action would be considered an act of war against all other members. The members of the organization agree that they will then immediately:

> a. apply sanctions by severing all trade or financial relations with the offending nations; and
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> b. prohibit all interactions between their own citizens and the citizens of that nation.

If the above measures prove ineffective, the council can recommend that the members use force against the offender, but it has no armed force of its own.

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WORLD ORGANIZATION - MODEL #2*

The constitution of this organization provides for two main bodies, an Assembly and a Council.

The Assembly consists of all nations who are members of the organization. All member nations have an equal vote. Resolutions (routine decisions) can be made by majority vote, but recommendations (calls for action on the part of the organization) require approval by a two-thirds vote of the Assembly.

The Council consists of five permanent members and ten non-permanent or rotating members, each elected for two-year terms. The Council has the right to invoke force when there are threats to the peace of the world. To take such action, however, the five permenent members must unanimously agree. If the permanent members cannot unanimously agree, the Assembly may consider the matter in question, and make appropriate recommendations to the members of the organization for collective measures, including "in the case of a breach of peace or act of aggression the use of armed force when necessary, to maintain or restore international peace and security."

The main procedures by which the organization is to keep peace are the following:

- .The Council may investigate any dispute which might lead to international friction; when it deems necessary it may ask any nations involved in a dispute (which seems likely to endanger the maintenance of international peace) to seek a solution by arbitration or some other peaceful means of their own choice.
- .A Military Staff Committee responsible to the Council has been established, consisting of the Chiefs of Staff of the permanent members of the Council. This Committee has the responsibility for the strategic direction of any armed forces placed at the disposal of the Council.

  The organization has no military troops of its own, however, and must rely on the willingness of the member nations to put their own forces at its disposal in order to carry out any decision to use force.
- .An international court, consisting of fifteen judges from separate nations, can settle disputes between nations who voluntarily submit their differences and who agree beforehand to accept the court's decision.
- .The organization has a small economic and social council for the purpose of improving economic welfare and social development in the world. Member nations contribute to its special programs on a voluntary basis.

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WORLD ORGANIZATION - MODEL #3*

The constitution of this world organization provides for three main bodies, an Assembly, a Council, and a World Development Authority along with an international Police Force and a World Court empowered to settle international disputes by law.

The Assembly consists of all the nations of the world represented according to population. It has the power to make laws against international violence and to impose a disarmament agreement on all nations. The Assembly is now in the process of implementing a plan whereby all member nations are gradually giving up all of their armed forces and weapons of war, keeping only national and local police forces and those light arms which are necessary to maintain order within their borders. The Assembly also passes laws against the use of armed force and violence between countries and has established an inspection service and several committees, responsible to it, which check on the process of disarmament.

The Council is composed of the four most populous nations and thirteen representatives elected by the Assembly and responsible to it. It is charged with the responsibility for peacekeeping actions which require a vote of twelve members including eight of the most populous nations.

The organization possesses its own police force which is supported by an annual assessment of the member nations. This police force will be the only military force permitted anywhere in the world once national disarmament has been completed.

The function of the World Court and regional courts is to settle international disputes by law. These courts have the authority to try any case of a violation of the disarmament laws and its decisions are enforceable. Not only nations, but also individuals, can be prosecuted in these courts should they violate any part of the disarmament agreement. Any acts of aggression or threats to the peace may be attributed to individuals as well as to nations.

The job of the World Development Authority is to raise the level of economic welfare in the world. The Authority controls most of the resources formerly spent by individual nations to maintain their armed forces and thus has increasing wealth at its disposal as disarmament progresses.

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UNDERSTANDING THE WORLD ORGANIZATION MODEL

In order to predict how your world organization will function when it is confronted with a problem, you will need to understand its structure, authority and decision-making procedures. Answering the following questions should help you clarify this:

1. How many main bodies are there in the organization?

2. Who belongs to each main body?

3. What are the principal responsibilities of each body?

4. How does each main body make decisions? Majority rule? 2/3's?

5. What kinds of action can each body take? Pass resolutions? Make recommendations? Make laws? Use armed force?

6. How many members of a body can prevent it from taking any action?

7. Does the organization have a world court?

   Under what conditions can a dispute be settled by the court?

8. Can the organization use armed force against member nations?

   Under what conditions?

9. Is there any provision in the organization for raising the level of economic welfare in the world?

PREDICTING HOW A WORLD ORGANIZATION
WILL RESPOND TO A PROBLEM

Part I

In predicting how your world organization will act, you will first have to make some predictions of how the principal nations in the problem situation will act and why they would act that way. You might consider the following questions in your analysis:

1. What action did each nation take toward others? Which ones?

2. Why did they act as they did? Because of previous antagonisms? Fear of what others would do? Their domestic political situation?

3. What action did they take in the world organization? Introduce a resolution? Urge court action? Oppose others' actions? Whose?

4. What responses from other nations might they expect? Within the world organization? Outside?

5. How did the fact that the world organization existed affect the behavior of the principal nations involved?

PREDICTING HOW A WORLD ORGANIZATION
WILL RESPOND TO A PROBLEM

Part II

Combining your knowledge of how your world organization works with your predictions of what the nations involved will do now permits you to predict the outcome regarding the particular problem being analyzed. You now could ask:

1. What action or actions did the organization take? Why?

2. How did the characteristics of the model affect your judgment of how it functioned in the crisis?

3. What made the model effective or ineffective in handling the crisis?

4. Does the model have a historical counterpart (e.g., League of Nations)?

tured? Who would belong? What powers would it have? How would it function? Who would control it?

In doing this, students will need to consider the relative value they wish to place on such things as:

1. World peace--controlling both inter-nation and civil war.
2. Freedom--of nations and individuals.
3. Environment--its control and use of its resources.
4. Economic development--for rich and poor.

If students design a new world organization, they will immediately realize that it will require many changes in people's attitudes and in the behavior of governments in order for such an organization to be brought about. Students should be urged, at this point, to define what some of those changes would have to be and what could be done by themselves and others to begin bringing about such changes.

This might be a written assignment or done in small group sessions in class. (Caution: Students frequently exhibit two quite different attitudes toward this assignment. One is very idealistic and assumes that governments will change easily if just confronted with the need. The other is very cynical and assumes that there is nothing that can be done to create a more effective world organization or to modify government policies. If students can be kept from adopting either of these stances, very creative suggestions can emerge.)